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ABSTRACT

This report describes the DC Children and Youth Investment Partnership, which helps improve outcomes for DC youth by building a sustainable partnership to increase the quality and quantity of youth services. Data from interviews with key actors, attendance at Partnership meetings, and site visits with affiliated initiatives show progress in several areas identified in the Partnership's early plans. Three main achievements were development of the Children and Youth Investment Interagency Action Team (the Partnership's steering committee); development of the DC Children and Youth Investment Trust Corporation (which promotes the work of community-based organizations providing out-of-school-time services for youth); and expansion of the aftercare program (which provides the most out-of-school-time services to DC youths through the DC public school system). The report describes each achievement, then discusses funding constraints and future plans (e.g., assisting with the reform of particularly low-performing public schools and developing more sustainable funding sources). The paper notes the need for a centralized database on individual youth and a formal evaluation of the Partnership. Five appendices present Partnership structure, trust grantees, the Youth Investment Model, Trust Corporation-supported programs, and Partnership involvement. (Contains 12 references.) (SM)

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ED 462 498

# Creating a Seamless Web of Services for Youth:

# The DC Children and Youth Investment Partnership

Submitted to
Carrie Thornhill
Coordinator of the DC Children and Youth Investment Partnership

January 29th, 2002

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## Executive Summary

Outcomes for youth in the District of Columbia were quite poor during the 1980's and early 1990's. SAT scores were well below the national average and the juvenile violent death rate was almost three times the average for the largest 50 U.S. cities. To address this crisis, several important initiatives have been started, many of which focus on improving after-school activities for DC youth. One such initiative is the DC Children and Youth Investment Partnership (CYIP, or the Partnership). The goal of the Partnership is to build a sustainable collaboration that changes the way in which youth programs are designed, managed, and implemented. Specifically, it aims to improve outcomes for DC youth by increasing both the quantity and quality of services provided to this group. In this report we describe the background of the Partnership, three of its major components, some of the challenges it faces, and its future plans.

> ***The goal of the Partnership*** *is to build a sustainable collaboration that changes the way in which youth programs are designed, managed, and implemented.*

Our report is based on interviews with key actors, attendance at Partnership meetings, and site visits at affiliated initiatives.[1] We find evidence of good progress made by the Partnership in a number of areas identified in its early plans. The most notable achievements we witnessed were 1) the creation and development of the Children and Youth Interagency Action Team (CYIAT), which is the steering committee for the Partnership; 2) the creation and development of the DC

[1] While we have attempted to maintain objectivity in the writing of this report, we feel it is important to note that the authors have been participating in the Partnership fairly regularly by attending meetings and providing input. In addition, at least one former Urban Institute (UI) employee now works at DC Agenda and another is the deputy director of the DC Children and Youth Investment Trust Corporation. Other former UI employees work for the DC Mayor's office in various capacities related to the work of the Partnership. It should also be noted that this is not an exhaustive description of this initiative, which is quite large in scope.

Children and Youth Investment Trust Corporation (CYITC), which promotes the work of community-based organizations (CBO's) providing out-of-school-time services for youth in DC; and 3) an expansion of the Aftercare program, which provides the bulk of out-of-school-time services to DC youth through the DC Public School system. In this report we describe each of these components of the Partnership in some detail. This is followed by a discussion of the Partnership's constraints on funding, a major obstacle to collaboration, and future plans for the Partnership. These include assisting with the reform of particularly low-performing public schools, increasing services for older, and especially out-of-school youth, and developing more sustainable funding sources. Finally, our conclusions summarize our findings and lay out more specifics on some of the challenges we see, such as the need for a centralized database on individual youth and a formal evaluation of the Partnership itself.

## Background of the Partnership

In June of 1999 the DC Children and Youth Investment Partnership was officially formed and began its work to help improve outcomes for DC Youth by improving the quantity and quality of out-of-school time services. In this report we describe the background of the Partnership, three of its major components, some of the challenges it faces, and its future plans.

*Children and Youth Conditions Nationally*

Much effort has been exerted to improve the public educational system of the U.S. during the last few decades, especially since the release of "A Nation at Risk" in 1983, a presidential report that sharply criticized our nation's system. These efforts include a wide set of initiatives ranging from the standards and accountability reforms to those aimed at improving school choice. At the same time, many reformers believe that numerous educational and behavioral youth outcomes are driven to a large degree by what happens to youth during their out-of-school time.[2] This concern is magnified by the realization that adult supervision of children and youth may be declining due to the increased labor force participation of women with children and the increased number of children in single-parent homes.[3] Indeed, during their out-of-school time young people are most likely to find themselves in dangerous and undesirable situations (Snyder and Sickmund, 1999).[4]

*...many reformers believe that numerous educational and behavioral youth outcomes are driven to a large degree by what happens to youth during their out-of-school time.*

[2] Out-of-school time refers to all time that students spent outside of regular school-day activities and away from home. Services that can help supervise students during these times include before- and after-school programs and summer programs.

[3] Unfortunately there is little evidence to suggest that men have increased their involvement in childrearing sufficiently to offset the declining availability of women.

[4] Serious violent crime by juveniles peaks at 4:00 p.m. on school days, and juvenile crimes are disproportionately committed on school days relative to non-school days

*Children and Youth Conditions in the District of Columbia*

In the early 1990's many outcomes for children and youth in the District were well below national norms. Average SAT scores in DC public schools were about 200 points below the national average suggesting that over 80 percent of DC SAT-takers received scores in the lower half of the national distribution (DC Kids Count, 2000).[5] About 18 percent of all births in the District of Columbia were to teenage mothers, a rate about 40% higher than for the nation as a whole.[6] Infant mortality was double the average for the 50 largest cities in the U.S. and the arrest rate for violent crime by youth aged 10 to 17 was almost double the rate for these large cities.[7] Even more dramatic, the death rate by accident, homicide, or suicide per 1,000 teens ages 15 to 19 was almost three times the national average (Casey Foundation, 2000).[8] A 1997 report by Georgetown graduate student Terry Feeley estimated that 45,000 youth between the ages of 5 and 17 in DC were left unsupervised during after-school hours (Feeley, 1997)[9] and the Casey Foundation (2001) estimates that in 1997 about 37% of DC youth (or about 46,000 youth) were "at-risk", a rate almost triple the national average.[10] For some other outcomes, DC was closer to the national norms.[11] Nevertheless, the weight of the data suggested cause for concern.

*A 1997 report ...estimated that **45,000 youth** between the ages of 5 and 17 in DC were left unsupervised during after-school hours.*

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[5] This is based on 1992 data and assumes a normal distribution of scores.
[6] Data for 1990.
[7] Data for 1991.
[8] Data for 1991.
[9] While this information was taken as additional evidence of the need for youth services, it should be kept in mind that many youth are left unsupervised by their parents as a method of developing independence. Indeed, the correlation between supervision and later outcomes is not clear.
[10] This report treats a child as at-risk if they have four or more of the following factors: No health insurance, less than two parents, household head a high-school dropout, parent underemployed, family in poverty, or family on welfare.
[11] Test scores for younger children in DC public schools are generally close to or above national norms (DC Kids Count, 2000). In addition, while more than one in every four children under age 18 in Washington, D.C. lived in

*Precursors to the Partnership*

The poor conditions for youth in the District motivated strong action. In 1995, a group of over 300 DC neighborhood and civic leaders convened to explore issues of neighborhood revitalization, neighborhood-based service delivery, crime prevention, and improved public safety. These leaders observed the absence of "any integrated, continuous assistance to the bulk of the District's children, youth and young adults" (DC Agenda, 1999). Out of this observation grew a concerted effort by stakeholders to develop a strategy to address this problem, manifested in the formation of the DC Forum for Collaboration and Support. This entity existed between 1995 and 1998 and included DC Agenda, which later became the coordinating agency of the Partnership discussed in this report.[12] The DC Forum held a number of meetings, called "Professional Exchanges," with members of the youth services community, designed to assist service providers and other stakeholders in improving program and service effectiveness.

> *In 1995...leaders observed the absence of "any integrated, continuous assistance to the bulk of the District's children, youth and young adults"*

The DC Forum and the Feeley report, described earlier, clarified the need to do more to improve out-of-school-time programs for youth in DC and led to a call for the mobilization of all relevant

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poverty, in 1989, this was comparable to the average for large cities. Also 14% of youth aged 16-19 in the District were high school dropouts in 1990, a rate close to the national average.

[12] DC Agenda, the entity that commissioned this report, is an independent non-profit civic organization designed to help the city of Washington, D.C. provide better services, especially for its low-income population. The other three organizations in the Forum were the Community Foundation, the Enterprise Community Program, and the Community Prevention Partnership. The Community Foundation of the National Capitol Region is a philanthropic organization that focuses its efforts on nonprofit organizations in the metropolitan DC region. The DC Enterprise Community Program is staffed by the DC Department of Housing and Community Development and funded by the federal Empowerment Zone/Enterprise Community program. It is designed to increase the likelihood of upward mobility for individuals living in certain targeted areas within DC. The DC Community Prevention Partnership is a program funded by the U.S. Office of Juvenile Justice and Delinquency Prevention. It is designed to work with communities to reduce substance abuse.

stakeholders. Between January of 1998 and June of 1999, DC Agenda and the World Bank[13] sponsored a series of discussions in eight neighborhood areas. These meetings were hosted by the Neighborhood Collaboratives, which are current Partnership members.[14] These convenings provided parents, youth, service providers, government agencies, and private interests with opportunities to participate in the development of a "strategy for investment in children and youth." A leadership group was formed in January of 1998 and in March of that year four task groups were formed to begin operationalizing the ideas generated in the neighborhood discussions and by the leadership group.[15] These activities led to the formation of the Partnership in April of that year.

*Development of the Partnership*

In June of 1999, the first annual Partnership forum convened. The Partnership affirmed its own mission at the time of its founding: "to develop a seamless web of high quality services and challenging opportunities to promote the healthy development of the city's young people through a network of nurturing families, caring neighborhoods, and safe and enriching centers of learning in and out of schools." The mission and action plan for the Children and Youth Investment Partnership were outlined in the Partnership business plan, prepared in 1999 by the Georgetown

*[The mission of the Partnership is] "to develop a seamless web of high quality services and challenging opportunities to promote the healthy development of the city's young people ..."*

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[13] The World Bank focuses on international development but has also worked to improve community development in Washington, D.C., where the Bank's main offices are located.

[14] The DC government's Children and Family Services Administration funds these eight Healthy Families/Thriving Communities Neighborhood Collaboratives to assist children suffering from abuse and neglect using neighborhood-based services. In order to develop better preventative services, these organizations work to improve all neighborhood assets related to child and family development. The neighborhoods served by these Collaboratives include almost all of DC, but exclude the area west of Rock Creek Park, most of which is quite wealthy and which has very few identified cases of abuse and neglect (Chaplin et al, 1999).

DC Policy Forum[16] (DC Agenda, 1999). In addition, three memorandums of understanding were developed between DC Agenda and various parts of the DC government that focused on how these entities would cooperate to achieve the goals of the Partnership.

*Bringing Stakeholders to the Table*

One of the most important functions of the Partnership, and a necessary first step to all other work, is to bring together key stakeholders. CYIP has brought together, as members of the Partnership, public and private groups that have historically worked toward improving conditions for DC youth, including the District of Columbia Public Schools, other government agencies, community-based organizations, institutions of higher education, technical consultants, and other non-profit associations and foundations. Appendix A provides a diagram that depicts the structure of the Partnership and lists many of the entities involved. A second figure shows how funding moves between these entities.

*CYIP has brought together, as members of the Partnership, public and private groups that have historically worked toward improving conditions for DC youth,...*

The most visible work of the Partnership consists of regular meetings between members. These range from frequent meetings of perhaps a half-dozen key stakeholders to more occasional meetings of the full Partnership, including hundreds of participants. Some meetings have fairly broad agendas related to youth development, while others are very targeted, for instance to obtain feedback on an evaluation plan for a youth development initiative. In between these in

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[15] These groups focused on 1) programming and evaluation, 2) community involvement and linkages, 3) the operating/coordinating entity, and 4) funding.

[16] Although the work is clearly well underway, this business plan was never officially finalized. According to the Partnership coordinator, this work was not completed at least in part to avoid interfering with the work of the Trust.

size and frequency are the Professional Exchanges which are hosted about 6 times per year by the Partnership and DC Agenda. These exchanges are a continuation of those started by the DC Forum, described earlier. They bring together leaders of multi-site out-of-school-time programs from the public and private sectors. Those in attendance include national programs operating in DC, such as the Boys and Girls Club of Greater Washington and the YMCA, as well as some smaller local non-profits such as Heads Up.

The organizer of almost all events and meetings is DC Agenda, and in particular their Vice President of Youth Investment and Community Outreach who serves as the Partnership Coordinator.[17] The two largest stakeholders, in terms of number of youth served, are both from the DC government. These are the Office of Early Childhood Development (OECD), which manages subsidized childcare services in the District,[18] and the Aftercare program of the District of Columbia Public Schools, which provides coordinated after-school activities in DC Public Schools. These organizations were among the original members and have remained consistently engaged with their directors attending Partnership meetings regularly. In addition, much of the work of the Partnership is based on similar efforts by the director of OECD to build a coordinated childcare system in DC.

The large role of the DC government in the Partnership is also illustrated by the involvement of the Deputy Mayor for Children, Youth and Families. This Deputy Mayor developed the DC government's strategic plan for reforming the provision of children, youth, and family services

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[17] The Partnership coordinator is also the project officer for this report.
[18] This office is under the Department of Human Services of the District of Columbia and is directed by the director of the national Headstart program under the Carter administration.

using a youth investment model (the Safe Passages Plan), and has pushed for greater coordination both within the DC government and between the governmental and non-governmental organizations providing youth services in the District.

Participation in the Partnership has varied over time for some stakeholders. For instance, while the resignation of their director in 2000 limited involvement of the DC Department of Parks and Recreation, it is now becoming more involved.[19] The Neighborhood Collaboratives were involved in the formation of the Partnership but became temporarily disengaged during conflicts surrounding the budget, as discussed later in this report. Other stakeholders have been more consistently involved. A representative of the DC Department of Health[20] participates fully in the Partnership, as do representatives of the University of the District of Columbia and the District of Columbia Public Libraries. The Children and Youth Investment Trust Corporation, which will be discussed in greater detail below, is also a regular member of the Partnership.

While the aforementioned entities are those most active and engaged in the Partnership, other entities also participate. These are discussed in Appendix E.

Many of the smaller meetings of the Partnership make use of up-to-date technology designed to help manage the collection of information and follow-up activities. Laptop computers are provided for each participant and at strategic times during the meeting participants are asked to input their thoughts about certain issues onto the screens. The computers are networked so that

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[19] Although it is not discussed extensively in this report, the Department of Recreation is a major player in the area of youth activities in the District of Columbia as they provide 77 neighborhood centers and 40 pools. In comparison cities of a similar size provide about 40 centers and 20 pools, according to the director of the DC Department of Recreation.

each participant can see the input from all other participants. This greatly increases the speed at which input can be gathered. In addition, it helps to reduce tension as the individual providing the input is not identified on the screen. After each meeting the resulting input is also sent to all who were invited to and who attended the meeting. Participants have generally shown great enthusiasm for this system and it is our impression that it has achieved the goals of increased input and reduced tension. There has been some concern, however, that the input is not well summarized, making it difficult to digest and implement decisions made at these meetings, especially for individuals who were not able to attend.

Although there are concerns that the the meeting feedback (which is often quite voluminous) is not always fully processed, Partnership members have developed and made use of many clear action plans. One example of this is the Safe Passages plan of the Mayor's office. The Safe Passages plan specifies specific goals for school readiness, school-age development, employment readiness, health, and safety for a number of city agencies that are overseen by the Deputy Mayor of Child and Family Services. Similarly, DCPS, which is not under the mayor's office, developed a draft of a "Business Plan for Strategic Reform," with input from Partnership members. This plan includes both process goals (such as improving teacher skills and community involvement) and outcome goals (such as improving student test scores and reducing dropout rates).

Partnership members have also worked together on a number of other initiatives. For example, the Mayor formed a "Blue Ribbon Commission on Youth Safety and Juvenile Justice Reform" in

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[20] This person used to work with the Partnership coordinator at DC Agenda.

August of 2000. This group was asked to produce a report by October 1, 2001 summarizing its findings and recommendations. A number of partnership members served on this commission in various roles and have encouraged support for the youth development model of the Partnership, described in Appendix C. One of the commission's findings was that a Youth Services Coordinating Commission (YSCC) be created. The YSCC will take on many of the roles of the CYIAT, but be focused on juvenile justice issues, allowing CYIAT and the partnership to focus on out-of-school time issues more generally.

*Partnership members have also worked together to ensure that other initiatives throughout the city work to help achieve the CYIP goals.*

Partnership members have also been involved in youth employment-readiness initiatives. The federal government awarded DC $9.6 million for a 4 year period staring in the 1997-1998 school year for a school-to-work initiative and another $32 million in 1999 for a 4 year period to build a number of one-stop career centers.[21] DC Agenda, the coordinating agency of the Partnership, works closely with the Schools-to-Careers Governing Council,[22] which helps to provide direction for these initiatives, and others, along with many partners including the DC Public Schools, Department of Employment Services, businesses, non-profits, and the federal government. A Transitional Youth Plan was developed to specifically align all of these youth employment initiatives of DC with the educational, out-of-school-time, and more general economic plans of the city.

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[21] The former is the Schools-to-Careers program and the latter is the Youth Opportunity Grant.
[22] This entity serves as the Youth Investment Council when it works on the Youth Opportunity Grant.

## Major Initiatives of the Partnership

While Partnership members participate in a very broad range of activities related to youth development in the District of Columbia, there are three initiatives where the Partnership has played a particularly major role. These are 1) the Children and Youth Investment Interagency Action Team (CYIAT), 2) the Children and Youth Investment Trust Corporation (CYITC), and 3) the District of Columbia Public Schools Aftercare program. These initiatives are examined below. For each we discuss what we learned about its formation and operation and the progress made to date.

### The Children and Youth Investment Interagency Action Team

The original plans for the Children and Youth Investment Partnership called for the creation of a Policy Council, to be founded by the Mayor and Council and to consist of approximately thirty representatives from the District and federal governments, the private sector, the non-profit sector, and the community at-large. This entity would have been responsible for establishing the priorities and initiatives of the Partnership and for guiding the activities of the Trust Corporation. The Policy Council was not formed by August of 2000. Therefore, key stakeholders who had been meeting as part of the Children and Youth Investment Partnership, established the Interagency Action Team, with support from DC Agenda, to fulfill the role of the Policy Council.

The Action Team functions as a steering group for the Partnership, and consists of representatives of DC Agenda, the DC Public Schools, the DC Mayor's office, the Office of Early Childhood Development, the Urban Institute, the Trust, and other government agencies

and community-based organizations, as shown in Appendix A. In December of 2000, Action Team members participated in a three-day retreat to begin to develop a plan of action for this entity. The result was an ambitious 90-day *Six-Point Action Plan* which outlined the areas in which the members of the Action Team would focus their efforts. These six points for action are:

1) Public relations
2) An interagency centralized database
3) Resource development and sharing
4) Professional development and training in youth development
5) Monitoring, data collection, research and evaluation
6) Goals and outcomes alignment

These points are based on the logic model and original business plan of the Partnership (as shown in Appendix C) and substantial progress had already been made in many of these areas, as discussed below.

*CYIAT Progress to Date*

*1) Public relations*

The Action Team has helped to organize a large number of meetings designed to help publicize the importance of out-of-school-time activities in the local community. Students, parents, teachers, and many others are invited to these meetings. In the Summer of 2001, one thousand copies of a catalog of summer programs which included information about various summer programs for youth were printed and distributed to local groups. Individual entities within the Partnership also carry out their own public relations campaigns.[23]

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[23] For instance, DCPS has a photographer assigned to keep track of events, many brochures have been created and disseminated by various Partnership members, and there is information available on-line about out-of-school-time activities provided by DCPS.

*2) An interagency centralized database*

Following the plan of the Partnership, the Action Team has supported the creation of a "Child Tracking System Task Force" which includes members of the DC Public Schools, Child and Family Services, Parks and Recreation, Department of Health, Office of the Chief Technology Officer, and Department of Human Services. Once completed, this project will provide information about individual children and families to multiple city agencies in a centralized database. Currently a great deal of this information is publicly available in aggregate form. For instance, one can obtain detailed information by school on student test scores, enrollment, attendance, poverty, and other factors. Similarly, information on crime and child abuse and neglect is available for various geographic subsets of the city (Chaplin et al, 1999). While this information is very helpful for determining where additional services are needed, it is relatively less useful for linking services to individual students. Within each agency detailed information on individuals is maintained and used to improve services. However, this individual information is not generally available across agencies. Therefore, it is hoped that in its final form this database might include information on individual students from the schools, police, Child and Family Services, and other agencies that could be shared with appropriate service providers so that they can better target their services, while still maintaining necessary confidentiality restrictions so that the information could not be misused.

*Once completed, this project will provide information about individual children and families to multiple city agencies in a centralized database.*

While data on individual youth are not currently available, a great deal of information on public and private youth services has been compiled by the DC government and can be accessed 24 hours a day via a phone number provided by the DC Department of Human Services. This

service (Answers Please) was started in July of 1999 and services over 100 calls per day (Twomey, 2001). Web-based access is also planned. While this information is valuable, it should be noted that both the director of the DCPS Aftercare program, and others still say that they have great difficulty in determining where services are currently available.

*3) Resource development and sharing*

Action Team members have pursued outside resources for District youth programs from many sources including The After-School Corporation (TASC) in New York City, the U.S. Department of Education, and the National League of Cities. DC was awarded a 21st CCLC grant from the U.S. Department of Education for middle-school students, as described below, but the proposal to provide services for high-school aged youth was unsuccessful. Negotiations with TASC are ongoing, and the District has been awarded a technical assistance grant by the National League of Cities. While funding has been substantial, this is an area where continued efforts are needed. This is discussed in more detail near the end of this report in the section, "Challenges to Coordination: Funding."

*4) Professional development and training in youth development*

There are two types of professional development that the Partnership engages in—training of the management level staff and training for staff who provide services directly to youth. The Partnership has provided substantial training at the higher level and is working to improve training opportunities for the direct service workers as well.

The funding from the National League of Cities, described above, will provide opportunities for a number of the management-level Partnership members to participate in a conference on youth development to be held in the spring of 2002. Previous work in this area includes a series of

cross-city exchanges to Chicago, Boston, Seattle, and New York that were attended by numerous Partnership members, including Urban Institute staff. These were designed to help the Partnership members learn about similar movements in other cities.

The Action Team has proposed the creation of a Youth Development Institute that would train direct youth service providers. A proposal for this Institute was made to The After-School Corporation in New York City which has not yet been funded. The Action Team continues to seek resources for this initiative. It is expected that CYITC will become the permanent home for the Institute, working in collaboration with the University of the District of Columbia (UDC).

A model for this youth development institute is the School-Age Care Institute at UDC which opened in the summer of 2001 and is sponsored by the director of the Office of Early Childhood Development (OECD). This institute provides training to workers in entities currently funded by OECD, which are mostly childcare providers. Youth development courses and a 2-year associates degree will be offered, starting in the Spring of 2002. The Youth Development Institute, envisioned by the Partnership would build on this by providing more information on youth development, as opposed to school-age care, and by offering credentials for the providers of youth development activities.[24]

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[24] Many providers could be characterized as both youth development and school-age care providers. The term school-age care suggests that children are well supervised during a large fraction of the hours when they are out of school and not with their parents. Youth development activities, in contrast, focus more on specific types of activities, for instance sports, arts, or community service, and need not be provided on a daily basis.

The Professional Exchanges, described above, also provide some of the benefits of formal training for both management level staff and those providing youth services directly.[25] Similarly, the Academy of Educational Development, a member of the Partnership, has trained three groups of youth service workers in the youth-development model, according to the VP of DC Agenda. Individual members of the Partnership, such as DCPS and CYITC, also conduct professional development activities within their organizations. It is likely that other members of the Partnership host similar staff development activities.

*5) Monitoring, data collection, research and evaluation:*

One of the first steps taken to coordinate out-of-school-time services was the hiring of Urban Institute staff to produce a proposal to evaluate the Partnership. In order to produce this document numerous meetings were held with relevant stakeholders to come up with a set of agreed-upon outcomes. These informed all later work and are described briefly in Appendix C.

Following this, the Urban Institute was also commissioned to produce the report "A Capacity and Needs Assessment for DC Youth" (Chaplin et al, 1999). This work was funded by the Mayor's office.[26] Researchers compiled data from a large variety of sources to describe the need for additional youth services by location within DC, and to outline the current capacity for such services. This report directly informed the Safe Passages Report of the Mayor's office, which was used to design the

*... the Partnership has worked to use data to inform both its governmental and non-governmental initiatives.*

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[25] Biannual retreats hosted by DCPS serve a similar purpose.

[26] This report is an example of the types of collaboration that have been encouraged by this Partnership. It was conducted by the Urban Institute in collaboration with staff from the University of the District of Columbia and Georgetown University. Oversight was provided by the Deputy Mayor for Children, Youth, and Families. DC Agenda provided substantial assistance in obtaining needed data.

DC government's youth activities strategy. It also informed later work by the DC Children and Youth Investment Trust Corporation, as required by their charter.[27] In this way the Partnership has worked to use data to inform both its governmental and non-governmental initiatives.

Since this initial report was written, the Action Team has held numerous discussions among its members about monitoring programs and performance measures. Urban Institute staff have been retained to continue with the evaluation of the DC 21st CCLC program (Raphael et al, 2000a and 2000b), a component of the Partnership, and have proposed an evaluation of the full Partnership, as discussed above. Regular monitoring is done for the DC 21st CCLC programs, and similar efforts are reported to monitor the activities of all Aftercare programs and those funded by DC CYITC.[28] However, there is currently no funding for an evaluation of the Partnership itself.

*6) Goals and outcomes alignment*

The Interagency Action Team has actively worked to align government goals of seven District Agencies through their State Plans. State Plans describe specific goals and methods of achieving these goals for each agency, and identify individuals who will be held accountable for progress in these areas. A consulting firm, Majied and Associates, Inc., was hired to coordinate and document this process.

*The Interagency Action Team has actively worked to align government goals of seven District Agencies through their State Plans.*

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[27] For instance, at a Partnership meeting on December 19, 2001, the current Director of the Trust said that about 50% of Trust funding went to groups operating east of the Anacostia River. The report by Chaplin et al (1999) suggested that "...40 to 55 percent of the need for additional services can be found east of the Anacostia River." This suggests that the Trust has allocated its funding in a manner consistent with the recommendations of the original report.

[28] A description of these monitoring reports will be available shortly in our third formative evaluation report on the DC 21st CCLC program. Also, the DC Aftercare program spent about $1 million per year for weekly monitoring

The Action Team members, including Urban Institute employees, worked most closely on the state plan for the District's Child Care Development Fund. The process used for developing this state plan was to be used as a model for the Action Team involvement in other state plan processes. It included coordinating forums for the collection of input from various communities in the District, including parents and families, service providers, the business community, and local government employees.

Work has also been done to align the goals of the public and private sectors. DC Agenda commissioned a report, published in 1999, that examined potential strategies for linking out-of-school-time programs with the DC Public Schools (DCPS) plans for reform and the Safe Passages plan of the Mayor's office (Landberg, 1999). The results of this report have been used by Partnership members at Professional Exchanges and CYIAT meetings with representatives of various community-based organizations, DCPS, and the Mayor's office, to ensure an understanding of how the goals of all these diverse entities could be aligned. These alignment activities are ongoing and are an integral part of the Partnership's mission.

**The Children and Youth Investment Trust Corporation**

As the Partnership began to emerge, stakeholder groups envisioned an entity that would implement the policies developed by the proposed Policy Council. This would include funding out-of-school time activities, developing standards and a child-tracking information system. In addition, according to our review of the Partnership Business Plan and other documents, this

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visits to their programs using 30 staff, according to their program director. Four additional staff members are in charge of monitoring budgets.

entity would take on the role that DC Agenda currently plays for the Partnership in that it would be responsible for coordinating the activities of the Partnership by convening and fostering communication among stakeholders. While the Policy Council has not been formed, Mayor Williams, DC Agenda, the Partnership, and various stakeholder groups formed the DC Children and Youth Investment Trust Corporation in November of 1999 as a not-for-profit corporation with this vision in mind. The Trust Corporation is modeled after the successful practices of other cities.[29]

*The Trust was designed to fund out-of-school-time activities, develop standards and a child-tracking system, and be responsible for coordinating the activities of the Partnership by convening and fostering communication among stakeholders.*

The Trust represents a policy shift for DC in that it is a non-governmental agency using government funds to support youth activities provided by community-based-organizations on a large scale.[30] A seven-member Board of Directors was appointed (including three members chosen by the Mayor and four by the City Council) to oversee the work of a small staff of Trust employees.

During its first year, the Board of Directors of the Trust struggled to define the Trust's role and to outline how the Trust would implement the vision that others had developed for it during the previous two years. The Trust Corporation was intended to be integral to the Partnership and the

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[29] These include Boston, Kansas City and New York.

[30] DC has used non-governmental agencies to help fund social services in the past, but has not previously funded a CBO that focused specifically on youth development. For instance, the United Planning Organization of DC (UPO) manages the city's Community Services Block Grant. As a small part of their work, UPO funds providers of youth activities for about 150 kids in 16 neighborhoods in DC, and is involved with the Summer Youth Employment Program of the DC Government.

first Executive Director was recruited by the Partnership Coordinator.[31] At the same time, however, the Trust is an independent 501 (c) (3) organization and as such its board is responsible for its actions and has its own goals and plans. During her time with the Trust, the first director expressed tension between the goals of the Partnership and those of the board of the Trust. Her resignation from the Trust, in January of 2001, may have been the result of efforts by members of the Board of Directors of the Trust to establish their independence from the Partnership.

*During its first year, the Board of Directors of the Trust struggled to define the Trust's role and to outline how the Trust would implement the vision that others had developed for it during the previous two years.*

While there were tensions, it should be noted that throughout this period the Trust maintained a strong presence in the Partnership. All three directors of the Trust have attended CYIAT meetings (the original director; an interim director and board member of the Trust; and the current director, who was appointed in August of 2001). The Deputy Director of the Trust, the Communications and Development Manager, and other Trust staff have also attend Partnership meetings. In addition, the original director has continued to participate in the Partnership in her new role as the director of the State Education office.[32]

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[31] Indeed, DC Agenda played a major role in the founding of the Trust as it used Mott funds to recruit and hire staff, acquire office space, and develop an accounting system. In addition, at least two former staff members of DC Agenda have also worked for the Trust.

[32] This office helps to fill in gaps and help monitor other DC education agencies. For instance, they are currently responsible for an annual census of students in all types of schools (regular public, charter, and private), for the college tuition assistance program, and for the food and nutrition programs in the public schools. DC Agenda's Partnership liason notes that there are pending recommendations before the education committee of the DC City Council to further expand their role.

One of the major roles of the Partnership has been to provide public support for the Trust. In this role the Partnership helped to mobilize a large group of stakeholders to attend the City Council meetings regarding the first round of funding for the Trust. For Fiscal Year 2000, the Trust's first year, $12 million was transferred to the Trust from the District's Temporary Assistance for Needy Families (TANF) Block Grant. Once that first round of funding was approved, many stakeholders became complacent and far fewer have attended subsequent council meetings.[33] The 2001 budget called for Trust funding to be reduced to $10 million.[34] The Mayor and Council's proposed budget for Fiscal Year 2002, which currently awaits approval by Congress, decreases funding for the Trust Corporation to $9 million. Closer cooperation with the Partnership may be needed to help garner support for additional funding in future years.

*Closer cooperation with the Partnership may be needed to help garner support for additional funding in future years.*

It is also expected that the Trust Corporation will develop supplementary sources of funding, but currently it is funded almost exclusively through the District's budget. Some members of the DC Mayor's office and the City Council are concerned that the Trust is not giving sufficient attention to leveraging funds from outside of the DC government. The Trust has received support from The Charles Stewart Mott Foundation, the Public Education Network (PEN), and the Coalition for Community Foundations for Youth, but all of this came with help from DC Agenda.[35] The Trust has also received funding from the Fannie Mae Foundation. One reason that the Trust has

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[33] Similarly, the number of people volunteering to review proposals submitted to CYITC for funding dropped dramatically from around 70 for the first round of proposals, to only about 12 for the second round.

[34] While there have been delays in the disbursement of funds as a result of federal and District regulations, these delays have not affected the Trust Corporation's ability to operate.

not received more funding to date may be that most private funders have guidelines or regulations that prohibit them from funding an agency that cannot prove at least 12 months of programmatic operations. Because the Trust did not offer its first round of grants until September of 2000, they did not complete their first full year of operations until August of 2001.

*CYITC Progress to Date*

The Trust has embraced the grant-making functions outlined for it by the emerging Partnership. It had all systems in place to conduct its first granting period in September of 2000 – with one major exception. The original plan of the Partnership had the Trust Corporation handling funds for DCPS activities and Trust staff understood that these funds would be exempt from the competitive process.[36] While the Board recognizes that the Corporation owes its founding largely to DC Agenda[37], the Mayor, and the Partnership, thus far the Board has been reluctant to act as a simple conduit for funds to be given to DCPS. For this reason the Trust Corporation has also not been serving as the entity that administers the Partnership.

*The Trust has embraced the grant-making functions outlined for it by the …Partnership [but it] has been reluctant to act as a simple conduit for funds to be given to DCPS.*

Instead, the Trust supports community-based organizations working towards the general goals outlined by the Partnership. The Trust issues Requests for Proposals and makes grants to programs that provide services to children, youth and their families in DC. To enhance the

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[35] According to the current director of the Trust, the Mott Foundation has said that they may extend their current funding for the Trust for an additional three years.

[36] According to the Partnership coordinator these funds need not have been exempted from the competitive process. However, DCPS staff might have objected if they were forced to compete for these funds.

quality of the programs funded the Trust uses a competitive grant process with outside reviewers.[18] The Trust Corporation has focused most of its efforts on out-of-school time and entrepreneurship programs for youth, and on early childhood development support for parents. The Trust Corporation issued its first Request For Proposals in January of 2000. One-hundred thirty submissions were received by the due date in February. The Trust Corporation announced the first round of grantees in July of the same year. Thirty-seven sites were chosen in this initial round. Appendix B provides a comprehensive list of sites by funding category. A second Request for Proposals was issued in October of 2001.

*The Trust Corporation has focused most of its efforts on out-of-school time and entrepreneurship programs for youth, and on early childhood development support for parents.*

In addition to funding, the Trust Corporation provides support to grantees via three staff Program Associates. Monthly networking meetings are held, hosted by grantees across the city. These provide forums in which the grantees can exchange ideas with other providers, as well as opportunities to learn about practices that are common across the "industry" of youth services providers, both nationally and locally.

While providing funding and other forms of support for the grantees selected in the first round of proposals, the Trust has also begun to implement a project that will provide intensive technical assistance to a targeted group of youth service providers. During the proposal process, the Trust realized that most of the response to the Request for Proposals came from traditional, well-

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[18] This is true in public statements. However, it should be noted that as of December 2001 there was no statement on the Trust website to acknowledge the role of DC Agenda in the development of the Trust.

established organizations and that there was a lack of response from one part of the city which had been determined to be in great need, namely the part of the city that lies to the east of the Anacostia River (Chaplin et al, 1999). The Trust funded 60 percent of the applications they received from groups in this part of the city, but many community members still felt that funding remained too low relative to the needs in this area. Consequently, the Trust decided that it needed to reach out to groups serving this area.

*The Trust has also begun to implement a project that will provide intensive technical assistance to a targeted group of youth service providers.*

What has been developed by the Trust Corporation as a result is a demonstration project which provides technical assistance to programs that had applied in the first round but were not originally funded. Only programs from east of the Anacostia River were eligible for this assistance. Twelve such programs that had demonstrated both the potential to expand and the capacity to manage additional funding were selected for this project. These programs receive funding from the Trust to continue their programmatic efforts. In addition the Trust will pay for technical assistance to help these organizations increase their capacity so that more children are served. Two firms have been hired to provide intensive assistance to these programs. A third firm has been hired to provide less intense technical assistance to the Trust's original grantees.

*Interviews and Site Visits*

To get a picture of the types of youth services that are being provided in the District of Columbia and to learn more about the work of the Trust Corporation, we visited the sites and interviewed

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[18] UI staff and many professionals with relevant experience served on the first and second committees reviewing

the directors of 12 of the 49 programs which have been supported by the Trust in the first round of granting. While not a strict representative sample, the twelve programs were selected so that they varied in location, programming, participant groups, and grant type. From these interviews we gathered information on the type of programming provided, the groups served, and problems that have been encountered while implementing the program. In addition, we asked the program directors questions about their experiences with the Trust Corporation, their suggestions for improvement, and their thoughts about youth services in the District of Columbia.

*Description:* The programs we visited provided a wide-variety of out-of-school-time activities, early childhood programs for parents, and entrepreneurship training for youth. The out-of-school-time activities covered academics, technology skills, sports, arts, community service, and other areas. Children and youth served ranged in age from 0 to 24 and came from all parts of the city. There was also some focus on children from more needy families. A more detailed description of the services provided and youth served is provided in Appendix D.

*Enrollment:* Six out of the twelve programs visited currently serve the maximum number of youth that they are capable of serving. The other six programs would be able to serve more youth. The extent to which these programs had surplus capacity varied across sites. Those programs that had the most significant recruitment problems tended to be the programs serving older or hard-to-reach youth. They also tended to be programs that had been created more recently. Established programs that expanded

*Those programs that had the most significant recruitment problems tended to be the programs serving older or hard-to-reach youth.*

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grant proposals for the Trust.

their services or capacity due to Trust Corporation funding were less likely to have experienced recruitment problems.

All programs that are operating below capacity have developed recruitment strategies. These included targeting certain youth through individual outreach, word of mouth, or utilizing other partnerships with entities such as public schools. At times, however, programs expressed a perceived need to "compete" with the public school programs for students. Indeed, a number of directors told us that this competition has caused them to operate below capacity occasionally. More recently we were told that a number of community-based organizations have raised this concern with DC Agenda.

*Community involvement/interaction with other providers:* Relationships between the Trust Corporation community-based programs and the DC public schools in their neighborhoods vary by site. Some programs have no existing relationship with public schools while others have somewhat adversarial interactions with schools. Still other sites enjoy healthy, mutually supportive relations with the administration and faculty of their neighborhood schools. It appears that former educators have been able to forge the most productive relationships between their programs and the local schools.

*Support from the Trust Corporation:* A requirement of Trust Corporation funding is that programs serve youth whom they would not have served without this funding.[39] In some cases,

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[39] Ideally they would require the programs to serve youth who would not be served otherwise, but this would be impossible to monitor without a system to track individual students. Such a system has been discussed in Partnership meetings and is a long-term goal, though it is not clear how realistic this is given concerns about the confidentiality of such data.

organizations started new programs in order to attract more youth, while other organizations expanded previously existing programs to serve more youth. The latter involved hiring new staff members at 8 of the 12 sites visited. Trust Corporation funding made such expansion possible. Funding from the Trust Corporation also allowed several programs to improve facilities and equipment, including new computer technology for at least two programs and a new curriculum for another.

In addition to financial support, several program directors spoke highly of the support they receive from their "program associates" at the Trust Corporation. Each program is assigned a program associate with whom they work. This individual advises directors on ways to improve their program and provides information on resources that can be tapped. One program director praised the relationship between the Trust Corporation and its grantees as "a model."

*...several program directors spoke highly of the support they receive from their "program associates" at the Trust Corporation.*

The monthly networking meetings hosted by the Trust Corporation are mandatory for grantees. The program directors seem very committed to these meetings and for the most part find them very helpful. The most helpful aspect of these meetings, according to directors we interviewed, is the opportunity to meet with representatives of other programs who may be experiencing similar obstacles, or who may have already found solutions to problems that a director is currently facing. A number of directors also commented on the high quality of speakers that the Trust invites to meetings and on the opportunities for question-and-answer periods with those

speakers. Directors of programs that target hard-to-reach populations said they appreciated the flexibility and understanding that they were afforded by their program associates.

*Problems with/suggestions for Trust Corporation:* The most significant criticisms about the Trust Corporation that we heard came from representatives of the programs aimed at adults and youth entrepreneurs. Directors of these programs felt that much of the information provided by the Trust Corporation was less useful for their programs. Other directors of all types of programs expressed concern regarding accountability and evaluation by the Trust. These concerns were most often in one of two strains. The first was that directors who are really service providers are being asked to do evaluations that they do not know how to do. The second point was that, for some programs, defining success as an increase in student test scores is somewhat counter to, or at least incongruous with, what these programs see as their mission. A number of directors feel that their programs have been developed to serve a child holistically, which they may believe invalidates the use of a test score as an appropriate outcome measure. They were also concerned that they are being asked to raise test scores of students whom they see three hours a day for academic and non-academic activities, while trained teachers who spend over seven hours a day with these students are unable to achieve this goal. As one director said, "I get the SAT-9 scores because I am required to, but I don't know what to do with them. . .I never signed up to be a teacher."

*One director said, "I get the SAT-9 scores because I am required to, but I don't know what to do with them. . .I never signed up to be a teacher."*

*Ideas about youth activities city-wide:* Directors of these programs had many suggestions for the city-wide youth activities community. Many of these suggestions had to do with greater and more effective coordination of services, with a variety of strategies recommended. The

suggested intensity of this potential coordination varied across directors. Some directors suggested creating a more efficient method of disseminating information about programs and opportunities to youth and their families suggesting that they were eight unaware of the Answers Please initiative or else felt that it was inadequate. Another director recommended use of a common calendar with a single registration service across programs. This director believed that such a system would improve the ability of youth and their families to find and register for activities that interested them. In addition, it would help reduce the unnecessary duplication of services. This would also result in a sharing of resources to get the word out about these programs.

**DC Public Schools Aftercare Program**

The last, but not least, of the Partnership initiatives discussed in this report is the DC Public School's Aftercare program which provides out-of-school time academic and non-academic activities including arts, recreation, health, and community service. The DCPS Aftercare program serves most public elementary and middle schools in the District of Columbia.[40] These programs have been funded primarily through TANF funds disbursed through the Office of Early Childhood Development. The DC 21st CCLC program is a subset of the Aftercare program and is aimed primarily at middle- and junior-high school students. [41] The Partnership sees itself as particularly instrumental in developing the DC 21st CCLC part of DCPS activities, in part because the other activities existed, to some extent, before the partnership was formed.

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[40] Charter schools are not included, though some have obtained 21st CCLC funding from the U.S. Department of Education separately from DCPS. High-schools were being served during the 2001-2002 school-year but this ended because of funding cut-backs.

*Aftercare Progress to Date*

Partnership members have told us that DC is one of the first places to offer comprehensive out-of-school-time services to students through its public school system. According to a Partnership newsletter, almost 20,000 DC youth were being served in November of 2001.[42] This is compared to an ultimate goal of about 45,000 youth that need to be served throughout the city, (from the Feeley report) and a total K-12 public school enrollment of approximately 71,000 in the 2000-2001 school year.[43]

*According to a Partnership newsletter, almost 20,000 DC youth were being served by the DC Aftercare program in November of 2001.*

Before 2001 the academic and non-academic activities of the DC Aftercare program were in separate sub-programs, the STARS and SEAS respectively. In the summer of 2001 the STARS and SEAS programs were merged to become the Integrated STARS and SEAS. This integration may help to alleviate coordination problems that existed in previous years, including requiring that children participating in DCPS summer programs move from their morning STARS program to a different school for their afternoon SEAS program. The integration of the two programs largely eliminated this burden. The Integrated STARS and SEAS program provided services from 8 a.m. until 6 p.m. for six weeks in the summer. This integration exemplifies the type of

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[41] The DC 21st CCLC program has its own director who works under the leadership of the director of the Aftercare program.

[42] This one-page newsletter, the Monday Fax, is put out by DC Agenda on a weekly basis and provides information relevant to Partnership members. The 237th issue was released on November 19th, 2001 meaning that it had been in existence for about 4 and a half years by that date.

[43] According to the director of the DC Aftercare program, their program served about 22,000 youth in the morning and 13,000 in the afternoon during the summer of 2001, and was serving about 18,000 youth in December of 2001.

coordination that the Partnership is designed to achieve, and is partially credited by DCPS staff with increasing the number of students served by DCPS in the Summer of 2001.

As a subset of the TANF Aftercare program, the 21st CCLC program receives most of its funding from the TANF block grant and provides the same types of services. The 21st CCLC program differs from TANF in that it receives additional funding from the U.S. Department of Education and uses these funds to provide enhanced services including computers,[44] Internet access, and professional development to ensure that these tools can be fully utilized to improve student learning, as well as adult programming for parents and other community members (Raphael et al, 2000a and 2000b). The 21st CCLC program is operated in ten DCPS middle and junior high schools. The director of the DCPS Aftercare program and one of the main actors in the Partnership, applied to the U.S. Department of Education (USDOE) for 21st CCLC funding in March of 1999 and was awarded $4.1 million to run this program for three years beginning in the fall of 1999.[45] In total, the 21st CCLC was planned as a $10 million program over the three years of its original grant life. Based on communication between DC Agenda and the Mayor's Office, it was expected that the $6 million that did not come from the Federal grant would come from the district government through the Trust.[46] This has not happened because, as previously stated, the Trust did not wish to fund the public schools outside of the competitive process that other

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[44] The DC Aftercare program currently supports around 3,500 computers in DC Public schools which are used primarily for enhancing student learning, according to the director of the Aftercare Program. A separate entity within DCPS provides computers to staff for administrative work.

[45] Congressionally mandated rules designed to ensure that DC funds are not misused state that DC must notify Congress of any plans to spend funds at least six months before doing so. This did not leave sufficient time between when the program was awarded these funds and the intended start of the program, as it meant the director could not access the funds until the Spring of 2000. He operated the programs starting in the fall of 1999 using TANF funds.

[46] These numbers are from the Partnership coordinator at DC Agenda.

potential grantees must participate in. Instead, the DC 21st CCLC funds are allocated each year, usually from the District's TANF funds.

The DC 21st CCLC program embodies the spirit of the Partnership initiatives in that it includes several activities aimed at helping youth through their families. This is done in part because of a belief that the needs of the youth must be met in the context of families and neighborhoods. Thus, the DC 21st CCLC program includes components designed to improve parent involvement and to provide educational opportunities for other adults in the community, in addition to direct youth programming.[47]

DC Aftercare is the major out-of-school-time youth development initiative of DCPS while DC CYITC represents community-based organizations (CBO's) also hoping to access government funding for out-of-school-time youth services. Not surprisingly, tensions have arisen between these two organizations. In particular, as the DC Aftercare program has expanded into more DC public schools, some of the CBO's that were operating in these schools have been asked to leave. In some cases this may be because they were not satisfying the standards maintained by the DCPS programs.[48] A major role of the Partnership will be to help deal with this source of tension.

*Tensions have arisen between DCPS and DC CYITC.*

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[47] For instance, UDC staff say that they will be providing classes for adults 4 nights per week in the 21st CCLC sites including 2 GED and 2 computer courses in the Spring of 2002.

[48] This may be particularly difficult for CBO's that rely to a large degree on volunteers who are less likely to have the types of qualifications required by DCPS.

## Challenges and Future Plans

While several circumstances have increased the funding available for children and youth, a number of conflicts have emerged around funding. It is possible, and perhaps likely, that these conflicts have created obstacles to the full coordination of youth services in the District. We begin with a discussion of where most funding comes from and then discuss two particular funding issues. The first relates to the age groups of children and the second to which funds the Trust Corporation will administer and be responsible for. Finally, we discuss future plans for partnership activities.

*Funding Background*

A boon to greater cooperation and coordination has come from a major increase in funds available for youth activities through the District's TANF funds. In addition to the block grant that each state receives, five states in 1999, five states in 2000, and three states in 2001 were awarded bonus funds for decreasing the out-of-wedlock birth rate without a proportionate increase in the abortion rate. The District of Columbia received these bonus funds in each of the three years.[49] In addition, as DC reduced its welfare caseload, more funds from the TANF Block Grant became available to be used at the discretion of the local government. Since 1999, the District has transferred large percentages of the TANF Block Grant into the District's Child Care Development Fund. These funds are funneled through the Office of Early Childhood Development (OECD). Indeed, the funds available to OECD roughly doubled

*A boon to greater cooperation and coordination has come from a major increase in funds available for youth activities through the District's TANF funds.*

between FY1998 and FY1999. In addition, DC has spent TANF funds directly on programs such as the Children and Youth Investment Trust Corporation and the DC 21st Century Community Learning Centers.[50] Tensions exist within the Partnership regarding how funding should be distributed. However, regular discussions about the budgetary process and particular budget-related decisions appears to have helped alleviate some of these tensions.

The bulk of funding discussed above is for direct youth service and goes to providers of these services. Some additional funds are needed to maintain the organizational tasks of the Partnership itself. DC Agenda has played a major role in obtaining this funding, largely from the Mott Foundation.[51] Unfortunately this funding ended in December of 2001. It is not clear where additional funding for these activities will come from at this time.

*Age groups funded*

The Partnership developed in part out of something called the After-School Partnership Initiative, which was aimed at addressing problems encountered by youth in the middle and high school age cohorts. Individuals and groups in the city with explicit interests in younger children were concerned that competition would arise between two communities in the District, pitting those fighting for the needs of older children against advocates for younger children. The early childhood group felt quite vulnerable at that time as a result of the development of universal pre-school and was wary of the potential effects of this After-School Partnership Initiative. They

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[49] $20 million was received in each of 1999 and 2000. $25 million was awarded in 2001.
[50] By 1999, most states were using TANF funds in similar ways (Center for Law and Social Policy, 2001.)

feared that an increase in funding for out-of-school-time activities could potentially decrease the amount of funding available to the early childhood community. The name and intent of this initiative were therefore changed from the After-School Partnership Initiative to the Children and Youth Investment Partnership. This created a broader vision and led to the idea of creating a comprehensive system of services for children and youth of all ages (DC Agenda, 1999 and conversations with the Partnership Coordinator and the director of OECD). The increased availability of funds through the TANF Block Grant facilitated the broadening of the vision.

*Financial Scope of the Trust Corporation*

A more recent conflict related to the Partnership is in regards to what funds will go through the Trust. In the first year of funding proposed by the Mayor for the Trust Corporation, the Trust was to be funded at $33 million from the District's reserve funds.[52] This amount included funding for the Neighborhood Collaboratives and the 21st Century Community Learning Centers. Previously the Collaboratives had been funded by the Child and Family Services Administration (CFSA), with whom they had developed strong working relationships. Consequently they were reluctant to have their funding put under the direction and control of a different organization. In addition, because CFSA funds were a part of every year's budget, and the proposed Trust funds would come from the reserve, the Collaboratives were concerned about the certainty of this funding.

*Collaborative staff were reluctant to have their funding put under the direction and control an organization other than CFSA.*

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[51] Some funds were obtained from the Fannie Mae Foundation for a report written by Janet Reingold describing funding support for youth activities. Other support was received from the Summit Fund, the Meyer Foundation, Freddie Mac, Cafritz, the Robert Wood Johnson Foundation, and the LaSalle Adams Family Fund.

[52] Per stipulations related to the Financial Control Board, Congress must authorize spending of the District's reserve funds. The Financial Control Board is an entity created by the U.S. Congress to help manage DC affairs because of concerns about financial mismanagement in the past. A series of balanced budgets caused the Financial Control Board to return control of city finances to the DC government in 2001.

After negotiations and compelling testimony before the City Council, the Collaboratives' funding was restored to the Child and Family Services Agency portion of the District's Budget (Sylvester and McGhee, 1999). In ensuing negotiations, the Trust funding was reduced to $15 million from the reserve, including $3 million for the 21st Century Community Learning Centers. After further discussions, the 21st Century Community Learning Centers were removed from the Trust funding, primarily at the request of the Board of Directors of the Trust Corporation, for reasons discussed earlier.

*Future Funding*

Most actors in the Partnership appear to agree that government entities (local and federal) need to make stronger financial commitments to funding out-of-school time activities in DC. Unfortunately, there is substantial uncertainty about the future of TANF funding which is currently the largest single source of funding for out-of-school time activities in DC. The outlook for funding from U.S. Department of Education's 21st Century Community Learning Centers Program is more promising because of recent legislative changes. DC had to complete for the funding it currently receives, which is around $1.33 million per year. Under the new legislation funding will be guaranteed and will probably rise to around $1.5 million per year in FY 2002 and even higher levels in future years.[53] This

*TANF is currently the largest single source of funding for out-of-school time activities in DC.*

[53] The $1.5 million was reported on the website of the U.S. Department of Education as "estimated [money to] fund after-school programs for at-risk children in the District of Columbia," in the budget for the U.S. Department of Education, signed into law by President Bush in January 2002. The 21st CCLC program was started in 1998 with an annual budget of only about $40 million nation-wide. Funding has increased dramatically since that time, and was around $850 million for FY 2001. Congress has authorized $1 billion for FY 2002 spending nation-wide and has plans to increase support to $2.5 billion by 2007. The actual levels of funding will be determined in appropriations for each year. Up through 2001, local entities had to compete for 21st CCLC funding at the national level so DC was

new funding will be administered by DCPS or the State Education Agency, which has expressed particular interest in helping with the monitoring and evaluation of this funding. The legislation also specifies that this funding can be given to Community-Based Organizations so the Trust Corporation has expressed interest in playing a role as well.

*Future Plans*

Currently Partnership activities are coordinated by the Vice President for Youth Investment and Community Outreach of DC Agenda. The Trust Corporation may take on this role in future. In the meanwhile, however, plans are on-going to increase collaborations and partnership activities in a number of ways.

More collaboration is need and planned for implementing both standards and a data management system. When it was formed, the Trust Corporation was commissioned by the Mayor's office to develop standards for out-of-school-based time programming and to develop a data-management system to help providers track outcomes of their youth, as specified in the Partnership business plan. This work was started by the Partnership and has been carried on by the Trust Corporation. While CYITC has made significant progress on developing standards for all out-of-school time activities in DC, they have only recently started to work with the Partnership to get the standards implemented by all providers of youth activities in the district. CYITC has also made progress on a child-tracking system, largely through collaboration with the Mayor's office. They will also need to work closely with DCPS, which has most of the data.

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not guaranteed funding. Under the new legislation the program will be made into a block grant for individual states meaning that DC will be guaranteed funding and will likely get a larger per-capita share than other states because funding is based on child-poverty (using the same formula used for Title I funding) and DC has high child-poverty rates relative to other states.

More collaboration with the public schools is also expected. In particular, the superintendent has asked the Partnership to participate in efforts to transform nine schools deemed to be in particular need because of low and stagnant performance (the T-9 schools). The Partnership has begun to assess the availability of resources for these schools and is planning significant efforts to affect change. In particular, the Partnership is working with the Washington Regional Association of Grantmakers (WRAG) to coordinate the efforts of public and private interests around these nine schools.[54]

Future plans for the Partnership also include the development of a Youth Development Institute, as discussed above, and the support of the expansion of services provided to high-school-aged youth. The proposed Youth Development Institute would coordinate training activities and professional development opportunities for service providers and caregivers to the District's youth. The expansion of services to create programs for high-school-aged youth is a manifestation of the desire of stakeholders to provide services to a population which they perceive as consistently underserved. Few youth-development activities currently exist for this age group outside of organized athletic teams in public high schools. Of particular interest as a target group are out-of-school youth, who remain unserved by activities coordinated by and within the public school system.

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[54] This group helps to coordinate the work of grant-making foundations in the District.

## Conclusion

The Children and Youth Investment Partnership is working to coordinate and develop youth services in Washington, D.C., a city that has had particularly poor youth outcomes during the last few decades. Our work with this group suggests that they are helping to provide important links between a large number of stakeholders who might not otherwise work as closely together on their common goals. We have seen progress in the areas of: (1) public relations; (2) development of an interagency centralized database; (3) resource development and sharing; (4) monitoring, data collection, research and evaluation; and (5) goals and outcomes alignment. Progress in the area of professional development is in a preliminary stage, and substantial work remains throughout.

*Our work with this group suggests that they are helping to provide important links between a large number of stakeholders who might not otherwise work as closely together on their common goals.*

Progress in the area of public relations includes the development of a system to quickly provide residents with information about the current availability of services. However, the relatively low participation rates of older youth suggests that greater work is needed in this area. A number of meetings have been held regarding the creation of a centralized database on children and youth. Much of the information this database would hold is currently available on an aggregate basis, but almost none is available on individual youth outside of the agencies that collect it. Such information could greatly enhance the ability of providers to target their services. Substantial funding has been obtained for services, consisting primarily of great increases in funding from the federal government, but the long-term sustainability of this funding is unclear. Indeed, funding for the Trust has already declined somewhat from its original level. Monitoring, data

collection, research and some evaluation activities are ongoing, but no formal evaluation of the Partnership itself is currently being conducted. Finally, while a large and diverse group of stakeholders are participating in the Partnership, tensions remain over the roles of some major stakeholders, such as the Trust Corporation.

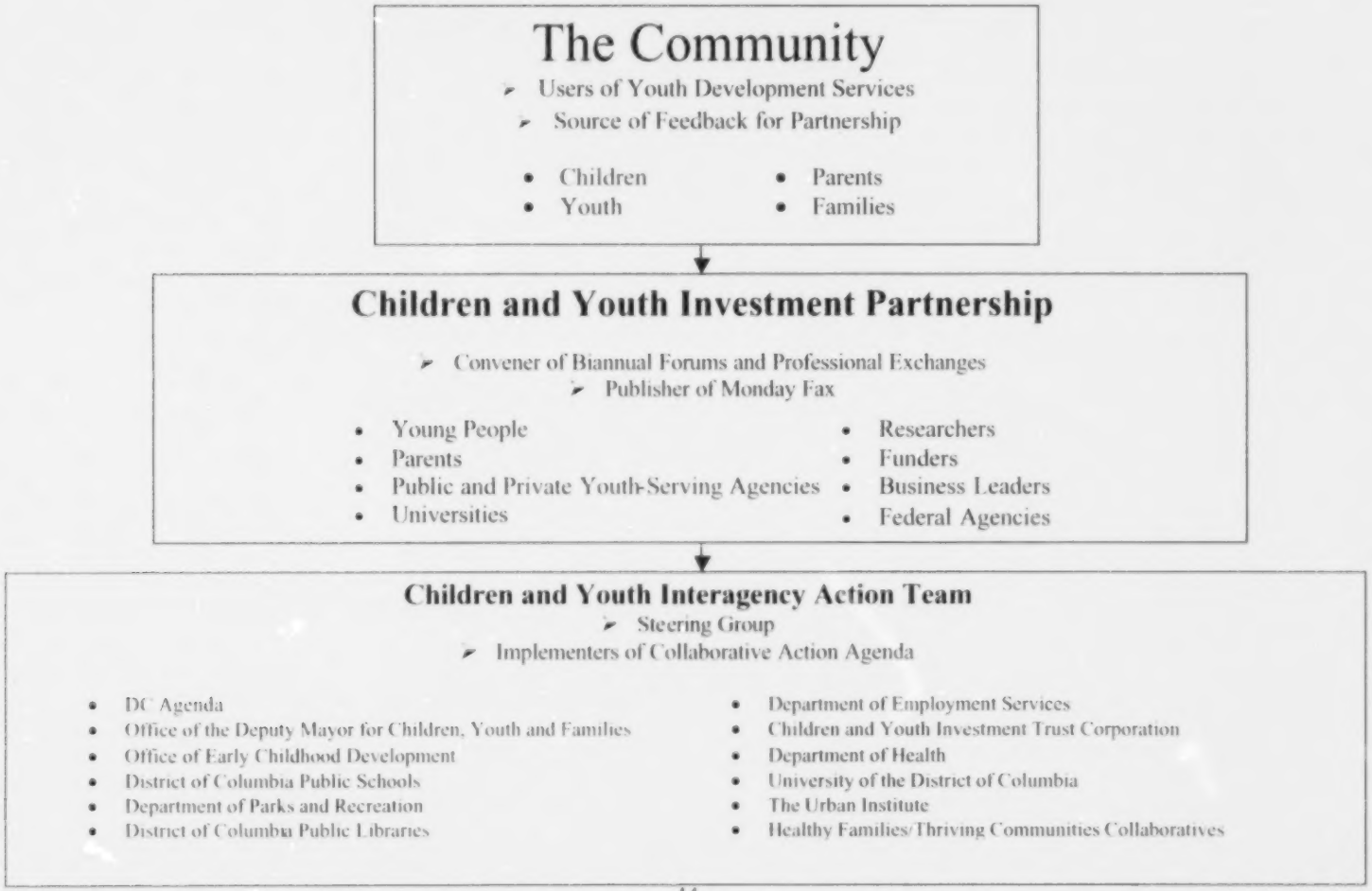
While challenges remain, the Partnership has had a number of very notable achievements including the creation of the Interagency Action Team (which coordinates the activities of the Partnership), the creation of the Trust Corporation (which is helping to develop the provision of youth activities by Community-Based Organizations in the District), and the expansion of the Aftercare program of the DC Public Schools. These accomplishments, and the substantial progress made in the other areas noted above, suggest that the Partnership has the potential to greatly improve the provision of youth services in DC.

# Appendices

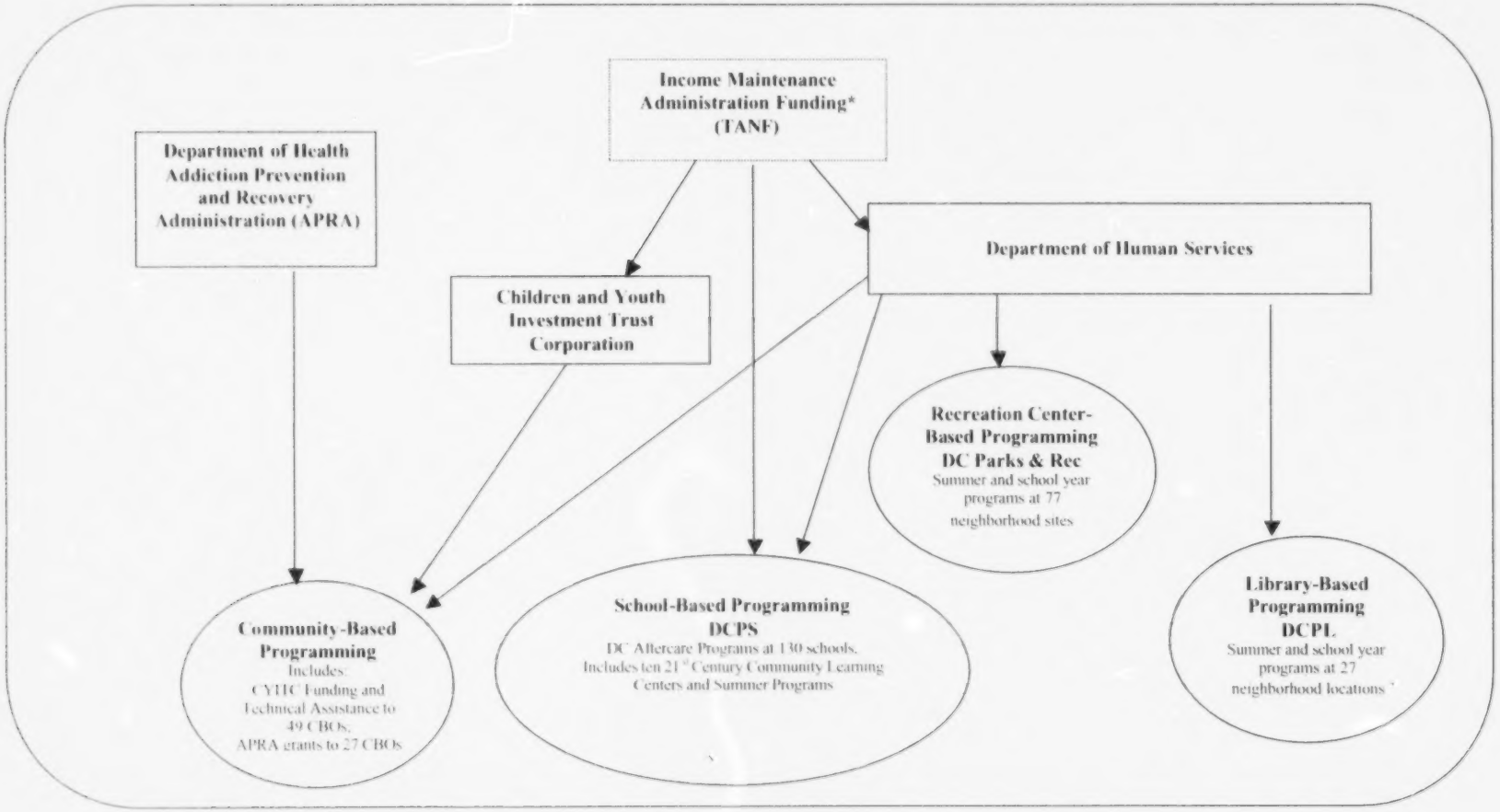
## Appendix A: Structure of the Partnership

In this appendix we present figures describing the structure of the Partnership.

## Figure A.1: Organizational Chart for Partnership



## Figure A.2: Funders and Providers of Out-of-School Time Programs


Income Maintenance Administration Funding* (TANF)
Department of Health Addiction Prevention and Recovery Administration (APRA)
Children and Youth Investment Trust Corporation
Department of Human Services
Recreation Center-Based Programming
DC Parks & Rec
Summer and school year programs at 77 neighborhood sites
Community-Based Programming
Includes:
CYITC Funding and Technical Assistance to 49 CBOs.
APRA grants to 27 CBOs
School-Based Programming
DCPS
DC Aftercare Programs at 130 schools.
Includes ten 21st Century Community Learning Centers and Summer Programs
Library-Based Programming
DCPL
Summer and school year programs at 27 neighborhood locations

*This entity is not a member of the Partnership.

**Appendix B: Trust Grantees**

*Category A: Early Childhood Programs*

The Center for Child Protection and Family Support
Center for Mental Health
Bright Beginnings, Inc.
Community Academy Public Charter School
Friendship House Association
Mary's Center for Maternal and Child Care

*Category B: Out-of-school-time Programs*

Anacostia Museum
Asian American LEAD
Boys and Girl's Clubs of Greater Washington
Calvary Bilingual Multicultural Learning Center
Chinatown Service Center
City Lights School
Community Academy Public Charter School/Kids House
Community Family Life Services, Inc.
DC SCORES
The Fishing School
For Love of Children
Garfield Terrace Family Council
Heads Up
Higher Achievement Program
KidsPledge DC, a project of ARCH Training Center
Latin American Youth Center
Life Pieces to Masterpieces
Lydia's House
New Community After School and Advocacy Program
The Patricia M. Sitar Center for the Arts
The Shakespeare Theatre
Washington Tennis and Education Foundation
Young Playwrights' Theater

*Category C: Youth Entrepreneurship*

Brainfood, Inc.
Chinatown Service Center
The Columbia Heights Youth Club
Covenant House Washington
Lydia's House
Marshall Heights Community Development Organization

Wider Opportunities for Women
WVSA Art Connection

*Pilot Outreach Program Grantees 2000*

African Heritage Center
Allen Chapel A.M.E. Church
Anna Johenning Baptist Center
Anna Johenning Baptist Church
Covenant Baptist Church
Ebaneezer United Methodist Church
Emmanuel Baptist Church
Horton's Kids
Northeast Performing Arts Center
Parklands Community Center
Project 2000
RISE

## Appendix C: The Youth Investment Model

In this Appendix we describe the youth investment model of the Partnership. With the exception of the discussion of the logic model, this section is taken directly from a proposal to evaluate the Partnership which was written in 1999 when the Partnership was first being formed.[55] This proposal was, itself, abstracted from various DC Agenda documents, particularly the Partnership's Business Plan.

*Goals and Objectives*

This new initiative, called the ***DC Children and Youth Investment Partnership (DCCYIP)***, is based on the idea that the best way to plan and deliver services for the city's children, youth, and their families is through a public-private partnership involving District elected officials, District agencies including the DC Public Schools, Federal agencies, the private sector, and neighborhood youths, residents and organizations, working together in new ways. The mission to be achieved by the DCCYIP is to, "....transform the District of Columbia into a place where all of the city's children and youth have access to a seamless web of high quality services and challenging opportunities to learn and grow through a network of nurturing families, caring neighborhoods, and safe and enriching centers of learning in and out of school." According to the DCCYIP Business Plan, the broad outcomes to be achieved include the following:

- *Improved Academic Achievement and Social Preparation* — increased reading and math ability at least two grade levels after one year of participation in services/programs for young people and adults; improved school attendance; improved school grades; increased knowledge of, and participation in, the arts; increased participation in fitness activities; increased understanding of the role of good nutrition; increased understanding of the dangers of substance abuse; reduced participation in substance abuse; increased understanding of the consequences of unwanted pregnancy; and, the reduced incidence of teen pregnancy.

- *Reduced Youth Crime and Violence* — increased understanding of methods to avoid violence; reduced incidence of teen violence in the community; and, reduced child abuse and neglect.

- *Entrepreneurship and Workforce Preparation* — reduced school drop-out rate; demonstration of intermediate certification in the techno-fluency areas of keyboarding, word processing, e-mail and Internet utilization; and, demonstration of the skills necessary to succeed in the world of work;

- *Increased Parent and Community Involvement* — increased interaction and involvement among youth , parents, and other adults in the community.

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[55] This proposal was written by Michael Puma of the Urban Institute, with assistance from Duncan Chaplin and others.

To achieve these outcomes, the objective is to provide "....every District child and youth who wants or needs to participate in an early childhood, after school, out-of-school program ..... the opportunity to choose from among many such programs that may be different in content, including, but not limited to programs in the areas of extended learning, social and cultural enrichment, and summer and year-round employment." Through this programming, it is anticipated that:

"...the District of Columbia will become a place where all young people have access to:

- safe and enriching places to learn and grow;
- high-quality health care and services;
- high-quality academic instruction and training;
- opportunities to foster creative expression and play;
- opportunities to build healthy relationships with peers, and caring adults;
- a variety of positive role models, resources, networks, and challenging experiences;
- assistance in building marketable skills and developing economic self-sufficiency;
- high expectations, high standards, and constant support everywhere they go; and,
- opportunities to serve and contribute to the larger community."

*Organizing Principles*

The design of the Partnership is being guided by the following key principles:

- *Community Involvement* — "Foster a system in which the District's young people, parents, neighborhood leaders, clergy, and leaders from the private and public sectors join together with service providers from neighborhoods across the city to: raise neighborhood awareness of the need for and benefits of a comprehensive and coordinated child and youth development strategy; create accountability mechanisms that look broadly at the needs of our children and youth; and, create an environment for the development of new and innovative ideas."

- *Best Practices for Education, Enrichment, and Family Support* — "Commit to out-of-school time program opportunities of the highest quality for all young people in the District of Columbia. Identify and incorporate best practice models of youth development locally as well as from cities across the United States and around the globe. Develop family resource centers and programs that bring the best practices of family support to enhance parental guidance and childhood enrichment. Support children and youth development programs, supporting the overall education and enrichment of all the District's young people, that are outcome and performance based. Furthermore, support family and parenting programs throughout our neighborhoods that are outcome and performance based. Make ongoing evaluation a priority at all levels of programming and service provision."

- *Program Coordination* — "Ensure that youth development programs across neighborhoods are coordinated effectively in their implementation, so that citywide program standards are achieved and costs savings are realized. Organize all stakeholders into one or more networks and a citywide Partnership to ensure a concerted effort to realize the vision. Create electronic

and other means to promptly inform network partners of new circumstances and opportunities that may impact their programs. Develop the means for coordinated responses."

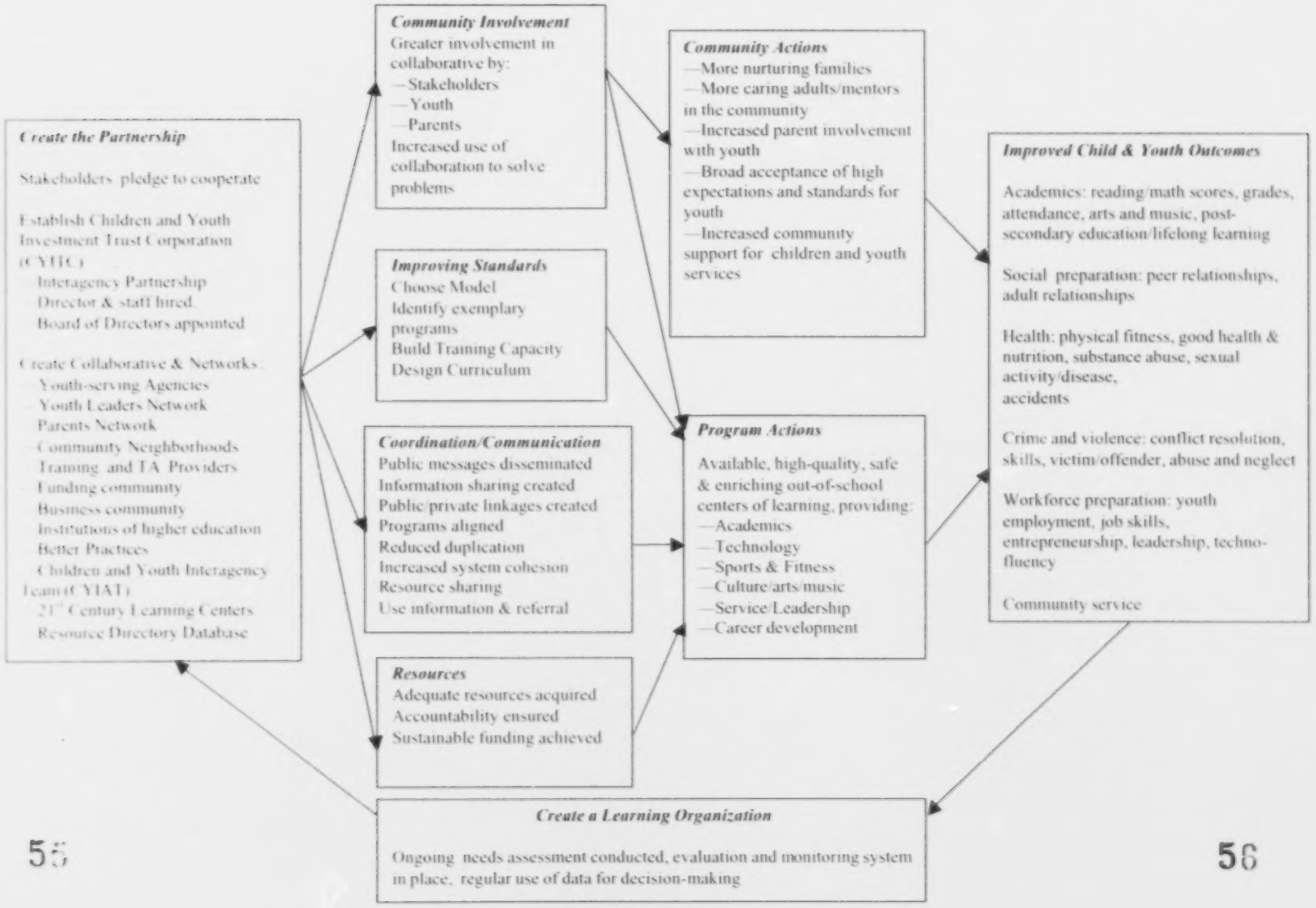
- *Family Support* — "Ensure the full development of the District's emerging family support neighborhood networks so that parents, residents, neighborhood associations, faith institutions, and social service organizations can continue to create a neighborhood culture of family support."

- *Adequate Financial Resources* — "Acquire adequate resources to implement children and youth investment programming in all neighborhoods of the District and, within each neighborhood, to maximize the opportunities available to children and youth. Devise methods that ensure increased and sustained financing to achieve the Partnership's goals over time."

- *Diversity and Creativity in Program Development* — "Encourage multiple approaches in program development, emphasizing the uniqueness of neighborhoods, diversity and creativity. Provide mechanisms to incubate innovative and exemplary new programs."

The figure below describes the logic model developed by the Partnership. The model can be thought of as a series of steps, the first of which is to form the partnership. This is followed by initial goals of the partnership, which include getting the community involved, developing plans to improve standards of care, developing coordination and communication methods, and finding resources to finance their activities. The next set of steps are those which involve direct services to youth. These can be provided both by various members of the community, as well as by formal youth programs. Naturally, all of these steps are hoped to lead to improved youth outcomes, and this is shown on the far right of Figure C.1. However, this is not the end of the process. Instead, information about the changes in youth outcomes are used to help inform future work of the Partnership, and in that way to help create a system that can continuously improve they way in which out-of-school time services are provided for youth in the District of Columbia.

## Figure C.1 Model of the DC Children and Youth Investment Partnership Initiative

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**Appendix D: Trust Corporation Supported Programs**

In this appendix we describe the types of programs and youth being served by programs funded by the Trust.

*Programs*

The programs we visited provide an array of services, with a strong emphasis on out-of-school-time programming. Seven of the twelve programs visited receive grants from the Trust Corporation to conduct out-of school-time programs exclusively.[56] This includes the two programs that we visited which are funded under the Trust's Pilot Outreach Program. Three other programs are funded to provide out-of-school-time activities for youth in addition to other services, such as early childhood development strategies for parents or entrepreneurship training for youth. Most of the out-of-school-time programs focus primarily on strengthening the academic ability of student participants. Many also engage children and youth in recreational activities, including sports and the arts (visual, performing and otherwise). A few programs provide life skills training, such as culinary arts or character development. Two of the twelve programs visited are funded through the Early Childhood Development grants. These programs provide diverse services to parents of children aged 0 to 5 years old. Three programs are funded by the Trust to provide entrepreneurship training to youth. Among these programs there is a focus on technology skills development and education.

*Youth served*

The youth served by these twelve programs range in age from infancy to age 24. Programs serve youth in all four quadrants of the city, and from varied communities. Two of the programs that we visited targeted or had been originally designed to target members of particular ethnic groups. Others recruited participants from particular schools, including public and charter schools. Because the funding received by the Trust Corporation comes directly from the TANF Block Grant, grantees are required to target youth from needy families.

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[56] Most of these programs also had substantial non-Trust funding.

**Appendix E: Partnership Involvement**

The entities described in the text of this report are those most active and engaged in the Partnership. Other entities also participate in Partnership meetings and activities. These include the Department of Employment Services, the Metropolitan Police Department, and the Department of Housing and Community Development. The Child and Family Services Administration has been represented primarily by the Neighborhood Collaboratives. The Office of the Chief Technology Officer (OCTO) has participated in the Partnership because of OCTO's involvement in the Safe Passages Tracking System project. The Partnership Coordinator reports that the federal government played a large role in the Partnership during the Clinton Administration as representatives of the Department of Education, GSA, EPA, and the Department of Labor all attended meetings. Indeed DC was one of three cities[57] chosen to be part of the Afterschool Task Force initiative which was part of Gore's movement to reinvent government. The role of the federal government has been less noticeable since that time, though funding through TANF and the 21st CCLC program continues.

The faith-based community has also been involved. Many of the groups funded by the Trust Corporation are faith-based groups. There were budget conflicts between the Washington Interfaith Network[58] and the Partnership (Sylvester and McGhee, 1999) but the Church Association for Community Services[59] was fairly active in the Partnership, at least until their head of youth activities joined the Mayor's office in 2000. Other faith-based groups have continued to be involved according to Partnership Coordinator.

Other groups have been only indirectly involved in Partnership activities, as far as we know. These include the Income Maintenance Administration (IMA) and the Department of Motor Vehicles (DMV). IMA is responsible for the District's entire TANF block grant.[60] This includes bonus funds, which are used to fund many of the activities supported by the Partnership (see Figure A.2 in Appendix A). IMA staff and many welfare advocates have often voiced concerns about the funding of programs for non-welfare recipients using TANF funds. DMV is involved in the city's Safe Passages Tracking System. Indeed, in August of 2001 it was announced that the District would issue Identification cards for school children through the DMV. This suggestion met with great controversy. These are both areas where future Partnership activity may be used to help alleviate tensions.

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[57] The other two cities were St. Louis and Boston.

[58] This is one of the main consortia of Christian religious groups in the Washington, D.C. area.

[59] This is another consortia of churches which has been particularly active in the area of youth development.

[60] TANF (Temporary Assistance for Needy Families) refers to the federal government program that replaced AFDC (Aid to Families with Dependent Children) and was implemented during the Clinton administration. TANF is distributed as a block grant to states and can be used for many types of initiatives aimed at low-income families, including out-of-school-time programming.

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